

Message Text

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ACTION IO-14

INFO OCT-01 ARA-10 ISO-00 PM-05 NSC-05 SP-02 SS-15
CIAE-00 INR-07 NSAE-00 DLOS-09 OES-07 /075 W
-----115174 290016Z /21
R 281315Z JUL 77
FM AMEMBASSY QUITO
TO SECSTATE WASHDC 5215
INFO AMCONSUL GUAYAQUIL

C O N F I D E N T I A L QUITO 5041

E.O. 11652: GDS
TAGS: PORG PFOR EC
SUBJ: GOE PARTICIPATION IN MLOS

REF: (A) STATE 159747; (B) 76 QUITO 1648 (C) 76 STATE 37591

1. FOLLOWING IS UPDATED RESPONSE TO QUESTIONS POSED IN PARA. 7
OF REF (C):

2. QUESTION A: ECUADOR'S PRIMARY MULTILATERAL INTERESTS AND
OBJECTIVES REMAIN MUCH THE SAME AS DESCRIBED IN REF (B). TREND
NOTED IN 1976 TOWARD EFFORTS BY GOE TO AVOID CONFRONTATION ON
THESE ISSUES SHOULD CONTINUE. FOR INSTANCE, GOE SEEMS TO HAVE
RECOGNIZED THAT 200- MILE TERRITORIAL SEA CONCEPT IS NOT LIKELY
TO BE ADOPTED IN A LAW OF THE SEA CONVENTION AND IS NOW ENGAGED
IN EFFORT TO IDENTIFY 200- MILE EXCLUSIVE ECONOMIC ZONE AS OUT-
GROWTH OF TERRITORIAL SEA IDEA AND THUS VICTORY FOR ECUADOREAN
POSITION.

3. EXCEPTION TO THIS GENERAL TRAND WILL BE NOTED ON ANY ISSUE
WHICH INVOLVES WHAT GOE, AND PARTICULARLY THE FONOFF, SEES AS
A MATTER OF "PRINCIPLE" (SEE QUITO A-3 AND OTHER REPORTING
FOR DISCUSSION OF IMPORTANCE OF PRINCIPLE IN ECUADOREAN
FOREIGN POLICY DECISIONS.) PRINCIPLE MOST LIKELY TO AFFECT
ECUADOREAN ACTIONS IN MLOS IS THAT OF TERRITORIAL SOVEREIGNTY
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OCCUPIED TERRITORIES, SINCE ECUADOR CONSIDERS THAT A CONSIDERABLE
PORTION OF ITS TERRITORY IS NOW OCCUPIED BY PERU AS A RESULT OF
MILITARY CONCQUEST. THUS, ECUADOREAN ACTION ON SOME MIDDLE EAST
ISSUES, FOR EXAMPLE, COULD BE AFFECTED BY TERRITORIAL IMPLI-
CATIONS CONTAINED IN THEM. ANOTHER PROBLEM OF PRINCIPLE INVOLVES
THE DILEMMA BETWEEN ECUADOR'S SUPPORT, ON PRINCIPLE, OF HUMAN
RIGHTS INITIATIVES AND ITS SUPPORT FOR THE PRINCIPLE OF NON-

INTERVENTION IN THE AFFAIRS OF OTHER COUNTRIES.

4. AT THE PRESENT TIME THERE ARE NOT PENDING NOMINATIONS OF ECUADOREANS FOR POSITIONS IN INTERNATIONAL ORGANIZATIONS.

5. QUESTION B: THE RESPONSE IN PARAS. 5-9 OF REF (B) CONTINUES TO REFLECT THE EFFECT OF OTHER COUNTRIES AND ORGANIZATIONS ON ECUADOR'S MULTILATERAL POLICY MAKING, AND VICE-VERSA.

6. QUESTION C: THE GOE SOMETIMES DOES NOT ADEQUATELY INSTRUCT ITS DELEGATIONS TO MAJOR INTERNATIONAL MEETINGS. THIS SHORTCOMING HAS TWO BASIC ELEMENTS: FAILURE TO PROVIDE HIGH-LEVEL POLITICAL ORIENTATION, AND FAILURE TO ADEQUATELY COORDINATE POLICY VIEWS WHEN MORE THAN ONE MINISTRY IS REPRESENTED ON A DELEGATION. THE FOREIGN MINISTRY USUALLY PREPARES AND INSTRUCTS ITS DELEGATES IN A VERY THOROUGH MANNER. UNFORTUNATELY, AS NOTED IN QUITO A-3, THE FOREIGN MINISTRY OFTEN DOES NOT REFLECT THE POLITICAL VIEWS OF THE EXECUTIVE, AND MINISTRY INSTRUCTIONS CAN IGNORE OR CONTRAVENE DESIRES OF TOP LEADERS. WHEN REPRESENTATIVES OF OTHER MINISTRIES ATTEND A MEETING OR CONFERENCE THERE MAY BE A FAILURE COMMUNICATE OR PREPARE A COORDINATED GOE POSITION, WITH THE RESULT THAT THE FOREIGN MINISTRY AND OTHER MINISTRY INSTRUCTIONS ARE DIFFERENT.

7. ANOTHER PROBLEM IS THE LATITUDE THAT ECUADOREAN DELEGATES
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SEEM TO HAVE WHEN ONLY REPEATING THE VOTE THEY MADE THE PREVIOUS YEAR ON A GIVEN ISSUE. VERY SPECIFIC AND PEREMPTORY INSTRUCTIONS ARE NEEDED TO BREAK THE MOLD AND THIS HAS PROVED DIFFICULT TO OBTAIN. IF IT IS SUFFICIENTLY INTERESTED, THE FOREIGN MINISTRY CAN MAINTAIN EFFECTIVE CONTROL OVER DELEGATIONS WHILE MEETINGS ARE IN PROGRESS. COMMUNICATION BETWEEN THE MINISTRY AND DELEGATIONS IS RAPID AND REGULAR, AND ALLOWS FOR CHANGED INSTRUCTIONS. THE PROBLEM HERE CAN BE THAT THE MINISTRY IS NOT SUFFICIENTLY INTERESTED IN ALL ISSUES, ON A DAY-TO-DAY BASIS, AT A GIVEN CONFERENCE AND THUS FAILS TO PROVIDE TIMELY GUIDANCE.

8. QUESTION D: ECUADOR'S FOREIGN MINISTRY IS RELATIVELY WELL-STAFFED WITH PROFESSIONALS AND MOST PERMREPS AND DELEGATION HEADS ARE DRAWN FROM THIS STAFF. FEW, IF ANY, HAVE THE KIND OF INDEPENDENT POLITICAL POWER WHICH PUTS THEM BEYOND CONTROL. ON THE OTHER HAND, WITH REFERENCE BACK TO PARAS. 6 AND 7, SOMETIMES THE MINISTRY FAILS TO PROVIDE PROPER GUIDANCE OR CONTROL. FOR INSTANCE, WE CONTINUE TO BELIEVE THAT AMB. LUIS VALENCIA TAKES A MUCH HARDER LINE ON LOS MATTERS THAN THAT FOLLOWED BY HIGH MINISTRY AND GOE OFFICIALS. YET VALENCIA CONTINUES TO HEAD THE

GOE LOS DELEGATION.

9. QUESTION E: THE FOREIGN MINISTRY, AND OTHER GOE MINISTRIES ARE NORMALLY RECEPTIVE TO OUR REQUESTS TO DISCUSS MULTILATERAL ISSUES. ON QUESTIONS WHERE, IN TERMS OF ITS OWN NATIONAL INTERESTS, IT BELIEVES THERE IS LATITUDE IN TERMS OF VOTING, AND WHERE NO PRINCIPLE IS AT STAKE, THE GOE WILL USUALLY ENDEAVOR TO ACCOMDATE TO POSITIONS IT BELIEVES OF VITAL IMPORTANCE TO THE US. ON THE OTHER HAND, EMBASSY DEMARCHES ON ISSUES ARE OFTEN RECEIVED CORDIALLY BUT WITH LITTLE OR NO COMMENT AND WE HAVE NO WAY TO GAUGE IN ADVANCE OF A MEETING WHICH WAY THE GOE WILL LEAN. THE GOE DOES UNDERSTAND THAT ITS RESPONSIVENESS TO US REPRESENTATIONS ON MULTILATERAL ISSUES IS A PART OF BILATERAL RELATIONS; CONFIDENTIAL

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THE FOREIGN MINISTRY, HOWEVER, OFTEN REFLECTS LESS POLITICAL REALISM AND IS COURTEOUS BUT OFTEN NOT RESPONSIVE

10. IN FACT, THE EMBASSY BELIEVES THAT THE GOE, AND PROBABLY MANY OTHER GOVERNMENTS, HAS A MORE REALISTIC UNDERSTANDING OF THE CONCEPT OF INTERACTION ON MULTILATERAL PROBLEMS AS A FUNCTION OF THE BILATERAL RELATIONSHIP THAN DOES THE USG. THIS INTERACTION IS MOST OFTEN A ONE-WAY STREET: THE US HAS INTERESTS IN A NUMBER OF MULTILATERAL ISSUES AND AGGRESSIVELY SEEKS THE SUPPORT OF OTHER COUNTRIES FOR THOSE INTERESTS. MOST OTHER COUNTRIES, HOWEVER, HAVE FEW STRONG ISSUES IN MULTILATERAL FORA--APART FROM NORTH-SOUTH ISSUES, ON WHICH THEY CAN ANTICIPATE LITTLE RECIPROCAL SUPPORT FROM THE US--AND THEY EXPECT THAT THEIR SUPPORT FOR THE US ON MULTILATERAL ISSUES WILL BE RECIPROCATED IN THE AREA OF MAJOR IMPORTANCE TO THEM, E.G., THE BILATERAL RELATIONSHIP. UNFORTUNATELY, THE RECORD OF THE USG IN THIS AREA IS INCREASINGLY POOR. THE GOE HOLDS OUT LITTLE HOPE OF SEEING CONCRETE RESULTS IN TERMS OF BILATERAL ISSUES FOR ITS SUPPORT OF THE USG ON MULTILATERAL ISSUES. OUR LEVERAGE ON MULTILATERAL ISSUES IS THUS CORRESPONDINGLY DECREASED.

11. THE GOE, WILL, BUT SELDOM DOES, SOLICIT USG SUPPORT THROUGH THE EMBASSY ON MULTILATERAL MATTERS OF SUBSTANCE. SUCH REQUESTS ARE GENERALLY LIMITED TO MATTERS SUCH AS CANDIDATES FOR INTERNATIONAL POSITIONS. AN EXCEPTION TO THIS IS THE CLOSE AND FREQUENT CONSULTATIONS BETWEEN THE EMBASSY AND THE FOREIGN MINISTRY ON LOS MATTERS.

12. MICHAEL W. COTTER, POLITICAL SECTION, IS NOW THE EMBASSY'S DESIGNATED OFFICER FOR UN AND OTHER MLO ACTIVITIES. CORR
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Message Attributes

Automatic Decaptioning: X
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Disposition Approved on Date:
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Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
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Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
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Office: ACTION IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 77 STATE 159747, 76 QUITO 1648, 76 STATE 37591
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 19-Jan-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1958995
Secure: OPEN
Status: NATIVE
Subject: GOE PARTICIPATION IN MLOS
TAGS: PORG, PFOR, EC
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/e3ccb370-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009